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ABSTRACT

This report of the findings of 14 years of research in fellowship selection techniques under the National Science Foundation Graduate Fellowship Program is organized primarily under research topics, though changes in panel procedures and data processing introduced either on the basis of the research findings or through less formalized experience are also briefly dealt with. Discussed are: (1) reliability of the evaluation instruments and procedures; (2) the aids used in determining quality groups; (3) the extent to which each of the predictor variables available to fellowship panels could predict doctorate attainment, and the validity of the composite of such predictors; (4) measures that best predicted on-the-job effectiveness; (5) candidate differences by field, region, and by later employer category; (6) findings on the use of multidiscipline panels, of institutional variations among the fellowship candidates, of employer categories of fellowship candidates 6 to 9 years after application, and on questionnaire returns; and (7) a context for interpretations and conclusions based on the NSF Fellowship Program. (AF)

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Education and Training for the Public Service in Connecticut

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PREFACE

In the spring of 1969 the late Karl A. Bosworth, then director of the Institute of Urban Research at the University of Connecticut was asked to be a member of an advisory group to the New England Board of Higher Education concerned with the public service training and education needs of the New England states. Subsequently through the assistance of the New England Regional Commission, the New England Board of Higher Education contracted with Matteson Associates of Bennington, Vermont, specialists in public affairs counseling, to prepare a report which would examine New England's public service education requirements and to appraise five optional regional approaches to meet those needs. In turn, Matteson Associates appointed consultants in each of the six New England states to examine and appraise the situation in light of the alternatives proposed for New England. This report was prepared by Philip Melanson and Morton Tenzer of the Institute of Urban Research on the public service education program in Connecticut.

On the basis of the state reports and a good deal of additional research and analysis, a report prepared for the New England Regional Commission to the New England Board of Higher Education entitled Education for the Public Service was issued in August, 1970. That report and a preliminary program design for a New England public service education center were discussed at a conference in Kennebunkport, Maine on October 7-8, 1970, and further steps will be taken to implement the regional concept in public service education for New England.

A number of requests have been received for copies of our state study, and we are pleased that the sponsoring agencies have given us permission to issue this report. A few things remain to be said about the report itself. We regret that the responses to the questionnaire we sent to all institutions of higher education in Connecticut were so scattered and inconclusive that they could not be presented in tabular form and subjected to rigorous analysis. We feel that this reflects the low priority public service education has had in our colleges and universities. We would have liked to present more hard data in this report about Connecticut's public service manpower situation, but difficulty in gathering such data revealed the great need for an ongoing effort in this field. Finally, section VII of this report may be unintelligible to the reader without a fuller explanation.

of the alternative we were asked to explore for the New England Board of Higher Education. We were asked to consider and to discuss with our informants the following five options for meeting the requirements for public service education in New England:

1. a separate educational facility sending individuals directly into government service after undergraduate education on the model of West Point or Annapolis (referred to as the academy approach).

2. a separate graduate level educational and/or research facility associated with a university or consortium of higher educational institutions (referred to as the institute approach).

3. an autonomous degree granting institution providing graduate level education in state and local policy and administration (referred to as the school approach).

4. a series of programs to be operated within existing university facilities (the curricula approach).

5. intern programs.

The authors of the study appreciate the cooperation of many citizens, state and local government officials, and representatives of institutions of higher education in Connecticut who provided information and expressed opinions useful in the preparation of this report. Mr. Robert Lowe, research assistant at the Institute of Urban Research, helped with some final textual revisions. The statements, findings, and recommendations contained in the report are solely those of the authors and do not necessarily reflect the views of the New England Regional Commission, the New England Board of Higher Education, or the University of Connecticut.

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EDUCATION AND TRAINING FOR THE PUBLIC SERVICE IN CONNECTICUT

I

Background and Tradition

The background and tradition of public service training in Connecticut is in large measure a history of liberal arts education for social and political elites at such universities as Yale and Wesleyan and Trinity College. The public service training conducted by these institutions has been traditional in orientation and has evidenced a national constituency and a national demand-reward structure. Students at these institutions typically expect elite-level employment in job markets with which state and local public service employment has great difficulty in competing. This is the major reason state and local governments have not been able to depend upon these universities as a constant source for public service personnel. While some graduates have traditionally entered the federal government service, this number has not proportionally increased in recent decades. The state and local career lines emanating from these institutions have always been small in number and continue to be so at present. These schools are mostly a source of graduate- and professional-oriented career mobility.

The primary career and professional emphasis rarely leads directly to state government, and more often leads to indirect and specialized public service roles whose performance, character, and manpower demands are not directly determined by public service needs within the state of Connecticut. This is especially so in regard to specific needs of state government at the higher professional and managerial levels. While these institutions often see their role as being public service-oriented, this is true only in the broadest sense. This study employs a narrower definition of public service which includes only government employment and excludes indirect service to the public in a generic sense or political leadership achieved through the elective process or by appointment.

The overall role of elite liberal arts education in Connecticut has been to produce a general contribution to public service and manpower needs whose magnitude and emphasis are not sufficiently connected to the state's present manpower to warrant a high dependency upon these schools by state government. As the state seeks to meet its demands -- and the same is true of local governments -- it cannot depend very heavily upon the tenuous and ineffective connections of career development between itself and the leading private universities of the state. While the public service contributions of these institutions are certainly important, this study is concerned with direct inputs and outputs at the managerial levels of state and local governments, and it is in this respect that traditional public service training in Connecticut is most lacking.

This deficiency is not due to some lack of effort on the part of these institutions, but merely reflects the unique nature of their educational constituencies and career development contacts, which help to shape a public service ethos and a career mobility orientation from which middle- and upper-level state and local government positions are largely excluded.

Many specific schools within these three universities as well as many other colleges and universities within the state do possess self-perceived roles of public service career development. For example, The University of Connecticut's School of Nursing sends many of its graduates directly into government employment, which qualifies it as a highly public service-oriented education program. But there appear to be no similar commitment of self-perception in the traditional background of public service training in Connecticut with regard to executive and managerial positions.

Another important element of the traditional public service education and training effort in Connecticut involves professional training related to public services, such as law schools, teacher training schools at both undergraduate and graduate levels, medical and nursing schools, schools of social work, civil engineering, etc. The state's major universities, especially Yale and The University of Connecticut, make large contributions in these areas which are augmented by substantial efforts in other state colleges. Community colleges offer two-year programs of a technical nature which provide supportive staff and technicians for the full-fledged professionals

produced within the more comprehensive four-year programs. The bulk of professional training in Connecticut has traditionally been pre-entry in nature, although there are some post-entry efforts, of which community college programs are the most numerous and recent, notable examples. Other examples would be graduate programs in schools of education and at The University of Connecticut's School of Social Work. For over twenty years the Institute of Public Service at The University of Connecticut has been conducting courses and programs which are designed to broaden the capabilities and perceptions of government officials. This program's major focus has been upon local government.

As with liberal arts elite education of a general nature, the preponderently pre-entry nature of most of Connecticut's professional training makes it fairly loosely connected to the manpower needs of state and local governments. The reasons for this are similar to the reasons that preclude the state's dependence on liberal arts education as a consistent deliverer of manpower. The trained professional tends to have a national job market, and orientation. His professional training is likely to be geared for problems of a national nature, not necessarily qualifying him with special expertise concerning the state of Connecticut. Thus, in effect, when the state seeks to hire trained professionals, it must compete nationally, even though these professionals might be trained within the state's leading universities or professional schools. It has frequently been noted that state and local governments have difficulty

in competing in national job markets for top talent.

Some institutions grant graduate-level degrees whose specific nature is fairly directly related to public service occupations, but not to government employment. For example, The University of Connecticut's masters of education and doctoral programs in education are public service-oriented, but are not of the kind considered crucial by the frame of reference of this study. The most directly relevant educational programs are masters' degrees in political science and public administration which do bear a relationship to positions in government.

To examine the kind of manpower these programs might provide we reviewed a report by the New England Board of Higher Education documenting the public administration curricula of various institutions in Connecticut. The board surveyed colleges and universities to discover what courses were being offered, as described in catalogs. A fairly narrow interpretation of public administration was used for the working definition of this study. This definition included primarily the fields of economics and political science, supplemented by some accounting, management, and regional planning. Varying programs were offered at The University of Connecticut, the University of Bridgeport, Fairfield University, the University of Hartford, New Haven College, Trinity College, and Yale University. An examination of catalog course descriptions quickly leads one to the conclusions that the type of public administration offered within the state's boundaries is of a fairly

general and traditional type which does not specifically train personnel for state government in the executive and managerial sense. The contribution of these programs and their direct relevance to public service training can not be disputed, and they presumably contribute indirectly to the manpower needs of various state and local governments although not necessarily to Connecticut's. Courses whose focus and content seem directly connected to the most urgent manpower needs of the state and local governments at the executive and managerial level are conspicuously absent.

The efforts of these schools vary, with a great number and variety of courses being offered at Yale and The University of Connecticut, and only two general public administration courses being offered at the University of Bridgeport. Specific content of the type which would tie public administration training in these institutions to the state employment structure was difficult to find. While in the major institutions such as Yale and The University of Connecticut graduate assistants in public administration may work for a year or two at being directly involved in the administration of some nearby state or local government facility or enterprise, such occurrences are rare within these programs. Although enrollment statistics are difficult to obtain, the general pattern to date has been that no institution produces sufficiently large numbers of public administration graduates to make a significant impact upon the state's executive manpower structure. The largest number of courses at Yale and The University of Connecticut

are undergraduate; the most sizable graduate program in public administration has recently been initiated at Southern Connecticut State College.

While there is a small cadre of persons so trained working within the state, the number is not impressive. A significant increase in the volume of public administration graduates could more readily assure that Connecticut government would garner a larger proportion of each crop of graduates, since presumably they would be too numerous to be totally absorbed by the "export market." Particularly if the curricula of the enlarged programs would be more closely structured in content to the problems and issues of Connecticut government. The capacity of state and local government to absorb young people trained as public administration generalists is as yet untested, since at present so few are produced. Only a careful survey of manpower needs and opportunities could provide a firm answer in terms of numbers of vacancies likely to be available in the future for such graduates. Again, a study would need to be done to determine whether Connecticut government is currently taking all the qualified public administration graduates who desire to enter state and local service, but widespread assertions by responsible state and local officials of a grave shortage indicate that there are currently more jobs than qualified persons to fill the vacancies in Connecticut state and local governments. A major exception to the previously discussed pattern is the effort at Southern Connecticut State College where a new urban studies center with a full-time staff

of four persons currently has 59 graduate students. This effort is in no way satisfactory when the tremendous needs of state and local government are considered.

Again the problem of employment markets enters, and while time did not permit such investigation, it would be interesting and valuable to discover what proportion of those actually trained within this state in public administration, especially at the higher levels of graduate degrees, are actually employed in the state and for how long they are employed. In summary, our analysis of the curricula of major educational institutions within the state reveals that there is a tremendous deficiency in educational focus geared specifically to the problems, needs, and perspectives in Connecticut's state and local governments.

A possible avenue of improvement for public service training in Connecticut would be to alter the traditional foci and methods of educational curricula so as to provide a more indigenously-oriented education which would familiarize potential employees with the structure, politics, demand, government, and problems of the state of Connecticut. This might serve not only to build a substantial pool of expertise which would be directly useful to the state, but it might also help to create more directly connected career lines between graduate education and state employment which would allow the state to utilize more efficiently these kinds of resources and to plan more efficiently for their cultivation and development. Though general public administration training, especially at graduate

levels, will always be necessary, the state must consider that its specific manpower needs are not at present being met by the educational career mobility patterns currently in existence.

II

In-service Training

A. State Program

Another very important aspect of the traditional training effort for the public service in Connecticut is in-service training provided by state and local agencies. One of the most notable examples is the police training academy to which local governments can send newly-hired policemen for six months of intensive training in police work. While no such program has been instituted for managerial and executive employees, the state does conduct some efforts in in-house training. The legal basis for such efforts is the provision in Chapter 5, Section 5-10, Connecticut General Laws, that the personnel director shall "devise plans for and cooperate with appointing authorities and other supervising officials in the conduct of employee training programs to the end that the quality of service rendered by persons in the classified service may be continually improved." There is a general commitment upon the basis of law and policy in the Personnel Department and within the Training Division of the State of Connecticut to improve employee performance through in-service training. Specifically, the purpose of training within a state system would seem to

have varied facets which include improving the effectiveness of the employees' performance, preparing employees for the implementation and effective use of new technologies within their sphere of work, and also preparing the employee for additional responsibility at both supervisory and non-supervisory levels.

As depicted in the report produced by Colt and Renshaw, no specific reference is made in the state's employee training program to the connection between employee training and manpower needs.[1] The Personnel Department has not conceptualized its program as one in which training becomes a tool for meeting various manpower needs. It conceives of its mission, instead, as one of staff and service functions for line departments, which leaves the determination of need largely to them. The Training Division of the state Personnel Department supervises loosely and coordinates most of the state's in-house training upon the basis of departmentally-organized and conducted training courses. The division itself runs some centralized courses for employees of all departments, but the bulk of training is decentralized and departmentally focused.

Those central training courses offered by the Training Division tend to be those for which a common denominator in most departments can be found. This orientation produces a technical and specific kind of training which does little to bolster the executive- and managerial-level resources.

The Training Division conducts supervisory and non-supervisory training, including courses focusing upon

interviewing, job instruction training, public relations, techniques of supervision, case studies of supervision, and conference leadership. Its supervisory courses run a total of between ten and thirty hours, and are fairly technical in nature, being oriented toward skills rather than toward perspectives or perceptions. While the number of courses which the Training Division conducts has gradually increased from eighteen in 1961 to well over forty at the present time, and while the number of employees participating in these courses has increased from 600 to well over 1,600, and while the number of state agencies participating has nearly doubled, the major emphases and focus of these programs has remained fairly constant and is of a vocational nature.

Various line departments of the state of Connecticut conduct training programs themselves. The training program of the Highway Department possesses more personnel and is of a greater volume than that of the entire state effort as structured within the Training Division. In addition to the Highway Department, the state prison, the Development Commission, the Welfare Department, and the Public Works Department also conduct a significant amount of in-house training. The nature of the training conducted within the line departments varies from department to department, and is very specifically geared to their particular tasks and needs, but an overall survey of these departmental efforts leads one to the conclusion that they share much in orientation with the training perspective of the Training Division itself, but are of an even more

specific and skill-oriented nature. Therefore, neither in the Training Division nor in the line departments does one find in the traditional effort of in-service training of the state government of Connecticut a significant commitment to the development of managerial and executive skill. That is to say, that while executives and managers may be trained, the training is of a very narrow type which is not geared to raise perception or ability above the technical processes of the work in question. The training Division offers courses to meet the needs of all departments, but it does not have the resources -- either fiscal or staff -- to provide itself for the technical training demands of its line departments. It is precluded by its own philosophy from initiating some kind of broadening managerial executive training, which at present is not perceived to be immediately necessary by the line departments.

The number of employees participating in Training Division or line department courses is substantial and numbers well into the thousands. The type of training received in both cases may be broadly described as closer to on-the-job-type training which one would expect to receive in connection with the work performed, rather than expansive types of training not connected to technical work routines.

B. The Institute of Public Service, The University of Connecticut

In addition to the state efforts in in-service training and to such outstanding local efforts as the police academy, one finds other institutions in the state which have significant programs. The Institute of Public Service at The Universith of Connecticut is perhaps the foremost example. This institution is in its twenty-fourth year of operation, and it continues as it has traditionally to concentrate on the training and informational needs of Connecticut local government officials and employees. This year it has added a new dimension of non-credit course work for the new state Department of Community Affairs. The course is staffed by Institute of Public Service personnel. The institute has a long history of service to citizens of the state who are interested in governmental affairs and in graduate and undergraduate education. An objective has been to encourage students to plan for careers in local and state government.

The institute teaches two non-credit courses each semester for selected groups of state and local government employees and it administers and coordinates a major school or conference on the campus of The University of Connecticut for organized groups and employees. The institute also publishes materials of interest and information for public administrators in Connecticut and for those interested in the subject.

Another traditional function of the institute has been to conduct research projects for the benefit of both state and local governments. In addition, other both on-campus and off-campus training and educational activities are conducted, such as conferences of various categories of municipal officials (e.g., tax collectors, finance officers, governmental accountants, purchasing agents). The institute uses its professional staff to teach non-credit courses, especially in the area of the institute's development administrators training program. The institute's off-campus work includes programs for the training of town clerks and a police criminal law course.

Every year the institute publishes a considerable amount of material. This year it published seven reports whose subject matter ranged from "Cooperation As the Basis for Municipal Use of Computers" to "A Summary of Charter Provisions in Connecticut Local Government." In addition, the institute publishes a newsletter which is distributed widely in Connecticut and serves as an informative organ for local government in the state. The institute continues its administrative reference service which makes available to Connecticut local and state governments personnel references and materials on a three-week loan basis.

The institute has a two-year-old municipal information technology program which is funded by Title I of the Higher Education Act of 1965. This program resulted in the awarding of twenty-nine certificates to those attending a symposium of which the subject was "The Art of Municipal Automation." The

development administrators training program last year trained eighty-six men from eighteen different countries in various aspects of public administration involving direct on-the-job observation in state and local governments within Connecticut.

One of the traditional strengths of the Institute of Public Service's training effort over the past two decades has been its consistency and continuity of programming with regard to local government training. The institute works in close relationship with professional associations of state and local government employees in a partnership which seeks to produce advantageous training and education. This continuing approach is much more productive than one-time training programs.

C. Additional Types of Training

The traditional modes of public service training in Connecticut have recently evolved toward new types of training which more directly relate to the pressing problems now facing state and local governments. The foremost of these is sensitivity training for police and community leaders conducted at various institutions throughout the state. At the community college level, police sensitivity training is given special emphasis. Courses emphasizing human relations and interpersonal communication often touch upon the basic principles of sociology, psychology, and even political science. While the emphases of these courses seem to differ, a sampling of the curricula of

community colleges obtained by a questionnaire survey administered by the Institute of Urban Research reveals that there is an attempt at broadening exposure to concepts of social psychology and human relations which would be most relevant to police work.

While other endeavors beyond police training have also focused on sensitivity training, these efforts do not appear, on the basis of our information, to be as extensive as the existing police sensitivity training. Many of these efforts are actually weekly or hourly seminars, lasting for a short period or meeting only once, in which middle- and executive-level personnel discuss human relations problems connected with their work. While these efforts have no doubt been helpful in exposing various types of personnel to new concepts of sensitivity and human relations, most of these efforts, excepting that of community college police training, lack the kind of continuity, duration, and rigor which one would expect to be necessary to improve significantly and to broaden the kinds of perspectives in question. A sampling of responses from our questionnaire indicates that the number of state and local employees participating in such training is very small. Thus, not only are the types of programs offered deficient in continuity and depth, but the numbers of employees participating are so minute that a significant impact on the state and local system of government employment would seem too much to hope for.

In summary, the greatest difficulty related to traditional public service training channels of resource procurement

and manpower demand is a lack of communication between state and local government and their potential personnel sources. As a result, the major sources of vocational procurement appear to respond randomly to a variety of job markets both inside and outside the state and are influenced by demand and reward structures which only tangentially relate to the specific and pressing needs for manpower in state and local governments. All of this is especially true at the executive and managerial level where these deficiencies are compounded by the national constituencies of professional schools and by national job markets with relative competing positions far superior to that of state and local government.

Another factor militating against a broad and significant executive training effort is the rigid and restrictive nature of the state examination system. Promotion and advancement, at nearly every level of state government, require the passing of an examination which is heavily weighted toward the specific work in question. The broadening and expansive executive training of the type so deficient in the present effort would bear little relationship to the rigid and fairly technical examination-promotion system now in effect. Thus, until the examination content is altered, or made more flexible, there is no link-up between the reward structure of the state personnel system, and broad executive training. Employees would be little inclined to undergo any training not useful in advancement examinations, so long as those examinations are the only vehicle for advancement.

The state merit examination system and the exceedingly restrictive retirement system (vesting occurs only after ten years of service) combine to deter intergovernmental mobility of personnel. There are limited opportunities for lateral entry into governmental service at higher levels, and advance training therefore has very little premium or utility for most employees.

We may say that the tradition of public service training in Connecticut is strong and has made valuable contributions to this area. But in general, this tradition has been largely exclusive of the specific manpower needs at middle and executive levels to which it contributes almost inadvertently. Such a situation could not possibly allow state and local governments to plan their personnel and manpower activities and procurements with the degree of efficiency possible using modern knowledge in the state of technology in the spheres of personnel, manpower, and training. The overriding neglect is that of a systematic relationship between government and educational institutions which would benefit both by formalizing career expectation channels between the university and state and local governments, thereby increasing the expertise of those trained, providing educational institutions with a more specific and directly relevant role in public service training and education, and allowing state and local governments to function efficiently in the area of manpower and personnel.

Having described some of the structural characteristics with regard to vocational resources and career patterns which

have been a part of the Connecticut tradition, we shall now examine some of the underlying philosophical and theoretical bases of this structure.

III

Philosophy and Theory of Connecticut Tradition

A. Assumptions and Perceptions of Training Programs

The basic philosophy underlying the structure of personnel training and education has been one of technically-oriented improvement with a heavy emphasis on clerical and technical positions, which almost totally excludes managerial- and executive-level positions. In addition, what may be described as the urban development concerns of state policy have not been functionally connected to training in any concrete or significant manner. These urban concerns are public housing, urban renewal and redevelopment, code enforcement, urban planning administration, neighborhood facilities, relocation, community organization, and economic and industrial development for urban areas. Traditional training endeavors connected with these policy areas have been legal and technical in emphasis, thus evidencing the neglect of social, psychological, and interpersonal skills whose absence is typical of the training instruction in general. The most outstanding need for improvement in state training policy is at the executive-

managerial level in general, with special manifestations of this problem occurring in the category of urban generalists and in the areas of human resource development concepts and techniques, community structure and restructure concepts, and sensitivity to the problems and aspirations of the disadvantaged.

The State government's objectives in training have included enhancing the technical expertise within the employee's chosen field, administering training in the basic principles of public administration, and training to broaden horizons and perspectives with regard to social, economic, and public policy problems, in decreasing order of emphasis. The last area has received almost no attention or resources. Efforts that do exist have been deficient in focus and have lacked sufficient breadth to enhance the skill of state and local employees to deal with the most pressing problems now facing their governments, problems which contain highly personalized and human dimensions requiring sensitivity and knowledge not provided by the technical orientations of the present training structure.

The present emphases of the state's training program mean that the objectives of a modern managerial-level program are not being met. These goals may be categorized as broadening the employee's view of government in society, bringing his knowledge up to date in substantive areas of technical specialty such as computer administration, management, and programming, and advanced education in executive and managerial techniques, as taught in modern business school, which emphasize organizational theory and personnel management.

To complete the picture of the philosophy and structure of public service training at the state government level one needs to consider other aspects of the Personnel Department and of its subdivision, the Training Division. In the Jacobs report, a personnel management analysis performed in 1967, the consultants could find no satisfactory self-perception of mission within the Personnel Department.[2] These consultants recommended that a concept of mission be developed, that it be codified and widely distributed throughout the state personnel system and that it become the basis for endeavors in education and training within the Personnel Department and the Training Division. No concrete conception of mission has been developed which is sufficiently inclusive to ameliorate the types of deficiencies previously mentioned as existing in the traditional public service efforts of not only Connecticut, but of state governments in general. The result of the lack of a clear mission orientation in the Personnel Department and Training Division within the state government are that these central agencies become largely de ndent variables reacting to the vocational demands of the ıe departments as they are perceived by these departments and to externally initiated concepts and policies. In summary, one may say that these two organizations are in a sense "other directed" and therefore do not provide the coordinating and policy functions which an efficient personnel system demands.

The traditional self-conception of the state government training organizations has been one of staff. That is, a

self-conception of service to line departments based on line department initiation and consent. There exists no personnel or professional ethos, concretely manifested in training activity, that perceived the proper training role to be one of reshaping the capacities of state personnel to allow state agencies to perform functions otherwise excluded and to perform all functions at higher levels of efficiency. Nor is there a perception of a mission to train state employees to deal with the most pressing policy needs of state government, or of a mission to provide resources in accord with some accurate projection of the manpower environment. Our own analysis of the traditional role of the state organization of public service training is basically in agreement with that of the 1967 Jacobs report. Basically, the conclusion is that a lower-level technical orientation to training in which departments possess the major initiative results from the lack of appropriate self-conception and lack of fiscal and personnel resources in central state agencies which prevents them from controlling and directing any comprehensive training effort in an effective manner. Managerial and executive training of the type upon which private enterprise is so dependent is, as a result, largely nonexistent. Of course, providing adequate resources to the Personnel Department and Training Division to allow them to perform their missions depends not only on their self-perceptions but on restructuring of attitudes toward training, toward the desirability and necessity of training among other elements in the decision process, the political leadership,

key bureaucratic officials, and the public at large.

B. Objectives of Public Service Training Programs

We will now discuss some of the objectives which might underlie a comprehensive training and education program at the managerial and executive level.[3] Broadening perspectives is most often cited as the purpose of mid-career training of executive personnel conducted by universities. The aim is for the executive to be "liberalized" and strengthened in qualities of leadership within the public service sphere. This type of mid-career liberalizing exposure has been practiced extensively by private enterprise and the general conclusion by both participants and faculty is that it is an extremely beneficial experience. Sponsoring agencies in both business and government concur with this evaluation.

A second possible objective for training and education is increasing self-knowledge. There are, in fact, very few programs which have this objective as a specifically stated goal, but some programs do include training within this area. Sensitivity training is an example of such an endeavor. Its aim is to increase self-understanding and personal effectiveness. One of the inherent paradoxes in these programs appears to be the fact that employees selected by governmental organizations to undergo such programs are likely to possess the most stable and effective managerial personalities with only minimal

dysfunctional traits. The real impact of sensitivity training would be felt most strongly by those persons who are most in need of it, but in keeping with a general tradition of in-service training, it is usually the most competent personnel who are selected for broadened knowledge, education, and training.

A third theoretical goal of training and education is the opportunity to study subject matter. This is usually manifested in some kind of credit or certificate-granting course running a matter of weeks or months which attempts to vitalize the employee's knowledge of his substantive work area by confronting him with the latest developments of the technological art of his work sphere. Also this goal updates knowledge areas which have become deficient over time.

If the Connecticut training effort as a whole may be said to have a sound theoretical base, this is related to the third goal discussed above. Self-knowledge and a broadened perspective are only tangentially approached and there is no commitment to these goals. The Connecticut training and education effort seems to be related most closely to the goal of the study of subject matter. Here, again, however, the relationship is not a close one. The Connecticut conception of subject matter is by and large a narrow technical definition of substantive work skills. Those endeavors which have sought to confront the employee with novel and challenging techniques and developments in his own field have been extremely rare. The Training Division of the state Personnel Department did

conduct a PPBS program for state employees at the executive level. This appears, upon an analysis of training courses and efforts, to be the most avant garde effort which the state has made to date. While PPBS is certainly a recent development in governmental budgeting and policy techniques, it can not by itself provide the solid foundation for subject matter competence.

The basic theory of the present state organizational effort at training and education may be characterized most accurately as socialization to the existing work structure and environment, a socialization which conforms to preconceived operative patterns, methods, and techniques. A complaint voiced by several state officials concerning the administrative trainee program conducted by the Personnel Department of the state was that this program brought to important executive positions in the government persons who had not been fully socialized to the techniques and procedures of that government. It is clear that in both the perceptions of key officials and in the structure and the philosophy of the training effort which currently exists, occupational socialization to a high level of technical skill is the major theoretical objective. A commitment to broadening training and educational experiences such as those involving increased self-knowledge and range of perspective is totally absent. Subject matter commitment is too specialized and technically oriented to be very broadening.

C. The Response of Educational Institutions

With regard to the role of colleges and universities in public service training and education, the problems existing in the state of Connecticut which have hampered an effective occupational linkup between state manpower demands and higher education are not really specialized to this state but are generic in nature. One problem appears to be that most universities, especially the most prestigious, attach an extremely low priority to the types of public service training and education which are most needed. Some of the contributing negative factors are a) the inability to devise a program which effectively deals with the dispute concerning credit versus non-credit training: b) the unwillingness of some faculty to engage in these types of non-credit programs, due to some perceived possibility of status-deprivation: c) the unwillingness or inability of many public employees to meet rigid university requirements for credit training or to receive non-credit training.

In essence, there appears to be a conflict of interest among institutions, trainees, and faculty which has not yet been soundly resolved satisfactorily throughout the nation.[4]

In addition to these complications, several other complications were noted in a report sponsored by HEW, "Higher Education for the Public Service." This report focused upon culture-wide attitudinal dynamics which were believed to be militating against an effective university response to the

pressing problems of public service training and education. Some of the most important factors cited were a) growth of professional education within the universities and the attendant struggle to define relationships between liberal education and professional training; b) the effect on the universities of the dual forces of rapid population rise and the extension of the equality of opportunity throughout American society, with attendant pressures upon universities to expand rapidly their facilities and services; c) the parochialism of the individual institution deriving in part from geographic dispersion, the mixed public-private character of higher education, and the federal system itself and its fractionating influence.

Thus, the existence of barriers to an effective response from educational institutions to pressing manpower needs at the executive and managerial level of Connecticut governments is a problem whose scope and intensity extend far beyond the boundaries of the state. Perhaps the solution or at least amelioration of this problem might be effectively approached by a modernizing and revitalizing of the training and education policies and goals of the state governmental bureaucracy. This might strengthen the occupational channels between higher education and government organization within the state of Connecticut without waiting for the millenium at which time American universities solve their own problems which currently inhibit their public service training and educational response (as discussed above).

Education and training for public service in

Connecticut is not entirely a bleak picture. Several potential opportunities for increasing the volume and effectiveness of the state's effort seem to exist. State community colleges are playing an ever-expanding role in this area, and there is reason to hope, given the responses of community colleges to the Institute of Urban Research questionnaire survey, that they will continue to be active and to expand the scope and volume of their endeavors in training and education for the public service.

The Institute of Public Service at The University of Connecticut has done outstanding work in training local government officials in the past and is continuing to do so. Lack of fiscal resources, and most especially the lack of effectively organized state employee organizations, has inhibited the Institute of Public Services' ability to expand its endeavors to the state level. At the local level the institute stepped up programs by dealing with previously existing organizations whose constituent bases are local government employees, i.e., tax collectors, finance officers, and assessors. No such functionally specialized organizations currently exist at the state level, and this is an inhibiting factor, given the institute's small staff and limited fiscal resources. However, if the institute, through its own initiative or through external help, could shift its focus toward a substantial training and education effort in the state government, considerable benefit to the state's manpower could result, especially if the effort were to concentrate at the executive

and managerial level where the deficiency is paramount.

A further suggestion has been that one of the leading state universities establish what, in effect, would be a branch of that university specifically concentrating on graduate training and education of the type most needed by Connecticut government. At present, however, there are no plans or realistic funding possibilities for the establishment of such a public service education and training facility within the state. One might evolve from a reorganization of various research and training centers at The University of Connecticut (the Institute of Urban Research, the Institute of Public Service, the Center for Real Estate and Urban Economic Studies, the Institute of Water Resources) into a School of Public Affairs, but there are many intra-institutional impediments to this development, and it will be many years before these obstacles could be overcome.

While structural possibilities for an increased effort in public service education do exist, and while the perceptions of the need for expanded training do exist, there appears to be no structural or attitudinal aspect of currently existing training and education for the public service within the state which demands and specifically lends itself to the formation of a regional training structure. Enthusiasm for such regional structures would probably depend on the degree to which they fulfilled the kind of technical training, directed primarily toward the middle or lower-middle levels of the public service employment hierarchy, which responsible government officials

currently perceive to be the most legitimate focus for governmental training and education.

IV

Current Characteristics of Training in Connecticut

During the last several decades the prestige, status, and content of the images of various public service organizations have been the subject of much study. Beginning in the late 1920's with the work of L. D. White and continuing into the present, a series of theoretical and empirical monographs, most of which dealt with federal government, have attempted to probe organizational images both internally and externally. While the substantive results of these studies vary greatly, the general trend and conclusion has been that while the images of public service have in general been enhanced over the last several decades, this gradual improvement in no way compensates for the deficiency between public service organizational images and those with which it must compete. Empirical studies warn governmental systems that they must launch a strenuous effort if they are to overcome the image disadvantages from which they suffer.

An important element in the state's ability or inability to meet these pressing present and future demands for top executive and managerial talent is the state's recruitment and promotion system. This system is integrally related to the

problem of training and so we shall highlight a few of its more relevant characteristics. The most overriding deficiency in the present recruitment and promotion policies of the state organization, and this is also probably true of local government as well, is that training and education are largely divorced from promotion and recruitment, at least in the most beneficial sense.

A. The Problem of Image

Throughout the last decade observers, consultants, and academicians who have considered the image of governmental service in Connecticut have underscored the need for its improvement. While no extensive empirical, attitudinal study has been conducted, it is assumed that the state of Connecticut shares the same disadvantages and liabilities as have been discovered in other governmental images at various levels.[5] Those who have investigated the matter have emphasized the need for a revitalized public relations program in order to enhance the state's image. At present, the Personnel Department does very little with regard to structuring a favorable image for the state employment system. The brochures which it publishes do not seem imaginative enough to do the job nor is this compensated for by efforts through other media. Image is extremely important at both the pre-entry and post-entry phases of employment. It is central in determining the quality

of manpower recruited into the system and the morale which this manpower will maintain once recruited. If image is to be a positive rather than a negative factor, new methods and greater resources must be applied in this area.

One method of both raising the image of Connecticut's state employment system and of compensating for its present deficiencies would be to integrate training and education into recruitment. By this we mean the use of training and education as a perquisite of state employment which would enhance the relative attractiveness of the state personnel system almost immediately without waiting for some long-range improvement in public attitude and image. Education is at present one of the most highly valued social goods within our culture, and its use as a positive inducement to lure high caliber persons to the state system is not extensive or effective enough at the present. Attractiveness of a post-entry master's degree integrated into the promotion system in a meaningful and effective manner would be a tremendous plus in recruiting top talent. Also necessary is the integration of the positive inducement of education into the personnel reward system in a direct and comprehensive manner. If this is not done, the relative attractiveness of post-entry education is lost through its divorce from the reward system.

Substantial integration of a large and attractive package of post-entry education would serve many purposes at once. It would begin to enhance image, it would attract a higher grade of talent, improve the prestige and morale of

those currently within the system, and would allow a method for a new training emphasis to be introduced whereby perspectives could be broadened and sensitized to meet current problems. The state recruitment and examination systems have many shortcomings which demand dramatic new programs if the personnel system is going to provide the manpower necessary to meet the challenges of public service in future decades. An innovation of this type is the controversial provision allowing social case workers of the Welfare Department a year's leave on salary to pursue a graduate degree.

A revamping of the recruitment and examination system with the injection of considerable flexibility in training and education opportunities would be a first step not only toward improving image and recruitment possibilities but would pave the way for significant integration of training and education, especially at the post-entry phase, into the personnel system's reward and promotional structure. At present the most significant post-entry training effort is the administrative trainee program, which takes college-educated persons who have passed the appropriate examination and attempts to train them for executive positions. This idea is beneficial in theory, but the implementation of the program has suffered from inflexibility and lack of coordination and coherence. One great deficiency of the program is that training is by no means uniform and thus an administrative trainee's post-entry experiences are largely haphazard. Improvement might be achieved if the examination itself were revamped to attract different skills

and different types of persons. The training in the administrative intern program as currently constituted is essentially post-entry, on-the-job training, and no one in state government seems to be sure how this is significantly different from on-the-job training that regularly occurs. To be more effective, this program needs substantial reform. The examination system which characterizes not only the trainee program but all state entry and recruitment might actually be an impediment to effective personnel policy due to its rigidity and even, in some cases, its irrelevancy.

Except for the administrative trainee program, the inadequacy of which is admitted by all concerned, executive-level training is by and large neglected. While private enterprise has been conducting seminars, training sessions, and programs for years, and while the federal government has instituted its seminar centers at Kings Point, New York, and Berkeley, California, and has established the Federal Executive Institute at Charlottesville, Virginia, state governments seem to have done little in the way of executive training. The director of the Institute of Public Service at The University of Connecticut, Beldon Schaffer, has proposed the development of an executive academy analogous to the police academy now functioning within the state which would train executives for high-level managerial positions.

In summary, it may be said that there are extreme deficiencies in the present training and education effort in Connecticut. A glaring deficiency is at the executive and

managerial level where present programs are totally inadequate both in scope and magnitude. Even at the technical level where the greatest state effort has been concentrated, revision is in order. Knowledge of such new fields as electronic data processing and of the latest executive and managerial technique is not being translated effectively into the state personnel system due to the lack of fiscal resources and to the lack of commitment. New types of training such as sensitivity training and training in the problems and aspirations of the disadvantaged is not only for all practical purposes totally absent, but there seems to be no commitment for its development on the part of key personnel inside or outside the governmental bureaucracy.

B. Public Employment and Training*

A total of 134,760 public employees work within the state. Of these, 19,608 are civilian employees of the federal government; 38,006 are state government employees; and 77,246 are employed by local government. The above figures include both full-time and part-time employees. If only full-time employees are considered, the following figures obtain: state government, 34,627; local government, 66,782.

Per 10,000 population in the state there are 67 federal

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*Figures in this section from 1967 Census of Governments, No. 2, Vol. 3.

employees, 118.4 state employees, and 228.3 local employees. The Connecticut ratio of state employees is higher than the national average by 10 employees per 10,000 population; the Connecticut local ratio is 50 employees lower than the national average.

The state payroll accounts for 32.4% of the total state-local payroll expenditure, while local government accounts for 67.6%.

State Government. Of the state's total employees (38,006), only 4,492 are part time. The functional distribution of full-time state employees is as follows:

Functional Distribution of Totals of Full-time State Employees

Functions		Total Full-time Employees
Education		9,435
Higher education	7,120	
Local schools	-----	
Other (State Department of Education, regional vocational schools, etc.)	2,315	
Highways		5,615
Public Welfare		2,294
Health		1,022
Police		856
Natural Resources		815
Correction		1,561
Hospitals		7,185
Employment Security Administration		952
Financial Administration		1,060
General Control		1,553
Other		2,279

Executive-Managerial Component of State Government. While no concrete data indicating the number of administrative, technical, and professional personnel were available, salary statistics do offer some indication of the magnitude of the executive-managerial hierarchy. If one assumes that the following salary ranges are congruent with varying degrees of executive-managerial responsibility, then the approximate executive-managerial component can be estimated:

Total Full-time State Employees (Exclusive of Education Personnel) by Selected Salary Category

Salary Range	Total Number
$11,000-$11,999	544
$12,000-$14,999	466
$15,000 or more	670
	1,680

The total number of employees in these three salary ranges is 5.3% of the state's total of full-time employees. The specific percentages of the full-time total are:

$11,000-$11,999	1.7%
$12,000-$14,999	1.5%
$15,000 or more	2.1%

State Government Training. The state government effort, which is characterized elsewhere in this paper, is coordinated by the Training Division of the Personnel Department. The Training Division has a full-time staff of three persons: a training coordinator and two employees. In fiscal 1966 the

Training Division was allocated a budget of $24,450. This figure is not an accurate reflection of total training expenditures within state government since the bulk of training is conducted outside the central state training agency, within the line departments themselves. The Training Division's exceedingly small staff results in a ratio of one full-time instructor per 11,000 state employees.

Reimbursement Plan. The state has a reimbursement plan which authorizes up to a 75% reimbursement for costs of classes attended by employees on their own time. No figures are available on how many employees have taken advantage of this plan, but all indications are that the number is very small.

Training Division Annual Report. The annual report for 1968-1969 shows that a total of 57 courses was offered. Of these, 22 were classified as "supervisory" and 35 as "non-supervisory." Ninety-eight (98) state agencies participated in the training program, and a total of 7,495 employees received some type of training. The largest effort of the year was a separate program which offered a "safe driving course" that consumed a major share of the Training Division's fiscal and staff resources. This course trained 16,686 state employees in the art of safe driving.

In the Colt/Renshaw report on "State Personnel Administration in New England," cited previously, the authors indicated that the greatest shortages of professional manpower in the near future would occur within the occupational categories of civil engineers, health and welfare workers, and corrections

department workers.

Data for the various components of manpower demand are unavailable, indicating one of the important deficiencies in personnel practice and policy in the state government.

Local Government. The following statistics concerning local government employment were derived from the 1967 Census of Governments and from other sources as indicated.

The total number of local governments in Connecticut is 413: this includes all types of subdivisions (school districts, special districts, etc.). An important factor in the demands made upon these governments is the highly urban composition of the state: at present, 215 local units exist within Standard Metropolitan Statistical Areas (SMSA). Since 1962 there has been an increase of 13 local units existing within SMSA The quality and quantity of manpower demands is enhanced by the urban environment.

There are 77,246 local public employees in Connecticut; 80.7% of these employees work within SMSA.

Employment by Type of Local Unit

Type of Unit	Full-time	Part-time	Total
County	---	---	---
Municipality	29,402	4,310	33,712
Township	32,670	8,354	41,024
School District	667	64	731
Special District	1,429	667	1,779

The Executive-Managerial Section. While it is extremely difficult to discern the proportion of local employees existing in various categories (e.g., administrative, technical, professional) some clue to the magnitude of the executive-managerial echelon might be derived from salary statistics. Of all local government employees, 508 earn $15,000 or more annually. This is probably not precisely congruent with the executive-managerial cadre of local government, but would appear to be approximate to a useful degree. Of these 508, 240 are teachers and 268 are otherwise employed. Of the latter, municipalities and townships employ 239, and school districts and special districts employ the remainder.

Functional Distribution. In Connecticut, municipalities and townships employ approximately 95% of all local employees. Thus, a look at the functional distribution of these two categories will present a good approximation of local employment in general.

Total Full-time Employment by Function: Connecticut Municipalities and Townships

Functions	Total Full-time Employees
Highways	1,334
Sewer	401
Other Sanitation	1,046
Parks and Recreation	952
Libraries	444
Financial Administration	625
Police Protection	4,935
Fire Safety	3,450
General Control	510
Water Supply	353
Education	16,016
Hospitals	629
Others	2,429

Executive-Managerial Functional Distribution. Additional data obtained from the Connecticut Public Expenditure Council and not included in the census data provide some enlightenment concerning what may broadly be considered as ten executive-managerial positions at the local level. The data were gathered by the council in 1968.

Total Local Government Employment by Selected Executive-Managerial Categories: 1968

Town Managers	24
Assessors	89
Tax Collectors	139
Chief Fiscal Officers	48
Public Works Directors	121
Planning-Redevelopment Director	58

The difficulty of obtaining accurate data is illustrated by the divergent estimates concerning total police and fire employees within the state. The estimates of the Connecticut Public Expenditure Council are contrasted with those of the 1967 Census of Governments:

Total Full-time Police and Fire Employees

	Police	Fire
1967 Census of Governments	4,935	3,450
Connecticut Public Expenditure Council	5,291	3,434

We were unable to discern whether this discrepancy was due to varying definitions or to varying results employing the same definitions, but it is obvious that all data must be cautiously interpreted.

In addition, in recent years a whole host of quasi-public agencies have been created, particularly with respect to the poverty program. It is not clear from our sources whether the employees of these agencies are included in the state or local totals. The executives of the agencies and the administrative, professional, and technical personnel working for them should be eligible for training and education programs sponsored by the government. Indeed, they may be in special need of such opportunities.

Data on the specific area of educational employment were gathered from the records of the Connecticut State Department of Education. A fairly reliable estimate of the magnitude of the "executive-managerial" component within the educational sphere is obtainable by totaling the categories of principal, superintendent, and assistant. There are, by this method of compilation, 2,657 executive-managerial level employees in local education.

Total Education Employment: Selected Categories, 1968

Teachers	27,977
Principals	961
Assistant Principals	358
Superintendents	992
Assistant Superintendents	79
Supervisors	267

The tremendous increase in teachers (over seven thousand in the last decade) gives some indication as to future demand. In 1960 there was a total of 18,778 teachers publicly employed in the state.

Though the temporal statistical comparisons which we would have liked to have made could not be worked up from existing data, the great increase in local government employment and manpower demand is attested to by the increasing urbanization of the local scene, the increasing state population, and the expanding budgets of local government. All trends indicate increased manpower and training needs.

Future Manpower Demands. The following table, obtained from census data, indicates the type of growth which has taken place between 1957 and 1967. By projecting the increased demand evidenced in that period to 1972 and 1977, some insight into the quantity of future demand is gained.

Total Full-time State Employees

Year	Total	Increase
1957	22,028	---
1962	24,100	2,072
1967	34,627	10,572
Projected 1972	41,000	6,322
Projected 1977	47,322	6,322

Total Full-time Local Employees

Year	Total	Increase
1957	49,612	---
1962	50,464	857
1967	66,782	16,313
Projected 1972	75,300	8,585
Projected 1977	83,900	8,585

Comparable census data for salary categories were not available for 1957 and 1962, and thus a specific projection of the administrative-technical-professional component could not be developed. The above analyses do indicate, however, that the future manpower needs will be substantial in all categories.

V

The Needs for Training in Connecticut

This study approached the determination of the need for public service training and education in state and local government in Connecticut by gathering the subjective perceptions of key personnel within these governments and by soliciting expert knowledge of academicians. The first of these perceptions which we shall examine is that of the Training Division of the state Personnel Department. Interviews with the training director and his staff were conducted to elicit that division's perception of need. While the training director perceives the need for executive- and managerial-level training and recognizes that the division's present effort is by no means adequate, the type of need that he perceives is quite divergent from the needs upon which this study focuses.

The training director has submitted a proposal to the state Budget Division for an executive training program to be administered by his division. While this proposal was only a budgetary request and did not specifically outline the emphasis and focus of the plan, the Training Division director made it quite clear that this plan, in his mind, constitutes an extension of the same types of training efforts currently being conducted by his division rather than a change in emphasis and philosophy. That is, the same type of technical, job-oriented training would be extended to executive- and managerial-level positions, which currently receive only a very small part of

this effort, but the substantive content of the training offered would vary little from that now provided. Expansive training such as sensitivity training, for example, has not been considered for this new program. The type of training envisioned is technical, supervisory, and management expertise-oriented. The major goal would be to render the employee more effective in his specific work sphere, with the definition of effectiveness being largely technical efficiency rather than policy or interpersonal skills.

Another significant characteristic of the proposal, which does not lie within the control of the Training Division, is its extremely meager scope. The proposal calls for a ten thousand dollar appropriation for the coming biennium, which would allow five thousand dollars a year to be earmarked for this kind of training. It must be concluded that both the quantity and scope of this "executive training proposal" are little more than preliminary approaches when compared with both the tremendous need for training at the executive level and with the need for new emphasis in training. While the training director seems basically supportive of the kinds of expansive and broadening executive training to which this study refers, he does not currently have plans to make major efforts in that direction nor does he possess the resources to engage in this type of training even if he so desires, unless a vast shifting of priorities within the Personnel Department and Training Division occurs.

The state Personnel Department, which is the parent

organization of the Training Division, has similar philosophies and perceptions. Thus, we may say in summation that the state personnel apparatus within the state government organization perceives the need for increased training at the executive level, but does not perceive the need for different kinds of training involving different emphases than the type already in progress.

Those who have observed and analyzed the state of Connecticut personnel system -- we are speaking now of private consultant reports as well as the contributions of academic researchers -- have also emphasized the need for an increased quality and volume of training. Some of the points made in these various reports are centrally related to the concerns dealt with here. A major deficiency in understanding personnel requirements results from the lack of effective manpower forecasting within the state bureaucracy. Consultants have noted that the use of manpower forecasting as a tool in predicting and effectively dealing with turnover, retirement, and resignations is conspicuously absent. A representative of the Highway Department's Personnel Division indicated, for example, that he estimated that hundreds of vacancies will develop within the next several years, a fact known to him but not necessarily incorporated into the memory and policies of the Highway Department's chief executives. In this department, and in all others, accurate manpower extrapolations and statistics are an essential tool to procure effectively vocational resources to respond to changing personnel needs. Lack of

manpower forecasting is an important impediment to the perception of the need for executive training. In a report entitled "General Outline of a Comprehensive State Plan for Community Development Training in Connecticut," Beldon H. Schaffer, director of the Institute of Public Service at The University of Connecticut, has proposed a comprehensive plan for the improvement of training competences which focuses upon some of the present deficiencies and points up important needs. The report suggests that some of the following substantive materials be incorporated into training objectives and curricula: 1) a knowledge of federal, state, and local government organization structure with an emphasis on Connecticut state government; 2) ability to relate principles and case materials in human relations to public management organization needs; 3) an understanding of the principles and techniques of translating individual motivation into group purpose; 4) the ability to develop and effectively utilize staff assistance in program implementation; 5) an understanding of the concepts of administrative management including organizational theory, decision-making process, and the function of administrative planning, direction, coordination, and control; 6) knowledge or ability to apply principles and techniques of appraisal of personnel with regard to work performance and job effectiveness; 7) knowledge of the patterns of informal organization within formalized organizational structure and of their value to management objectives; 8) an understanding of the importance of employee morale and the specific responsibilities and the role

of management in this critical area of organizational development; 9) competency and understanding and using effective communications in public management, especially as these techniques relate to the management and development of staff; and 10) an appreciation for the knowledge of the principles and methods of staff development through in-service training.

These points constitute some important needs for new types of training as perceived by Schaffer and the Institute of Public Service. Another important set of perceptions for training needs are those of the agency heads within state government. In a 1967 survey, agency heads responded to questions concerning what needs they perceived. The vast majority saw the need for increased training of a technical nature and complained about the negative self-conception of the Personnel Department, which they described as almost solely directed toward the prevention of abuses of the merit system. The agency heads wished the Personnel Department to engage in more substantive training efforts of greater magnitude which would be directly relevant to the skills and endeavors of their particular agencies. Here again the perception is one of a need for increased volume rather than of a need for changes in emphasis or improved quality. In one respect, however, line officials with whom we discussed training problems recognized a need for innovation in the area of providing specialists with administrative knowledge and insight. A number of them referred to the problem of promoting engineers, scientists, et al. to supervisory positions as heads of laboratories,

design departments, hospital units, where the requirements for technical expertise were supplanted by the need for fulfilling administrative tasks and responsibilities. Aside from the expression that some training had to be done to assist in this crucial transition from specialist to general administrator, most line officials' comments about training needs were quite traditional.

It must be remembered that the self-conception of the Personnel Department, and especially of its Training Division, renders agency heads' perceptions extremely crucial to the output of training effort. The self-conception in question is one of staff service based on line agency initiative and demand. The demand of the line agency heads for increased volume of technically-oriented training probably means that expansive executive-level training not specifically related to the work of line departments must be externally initiated. That is, it must be initiated from a source external to the state personnel system and structure as it is currently constituted.

A. The Problem of Commitment

A factor which was mentioned in most of our interviews with key personnel and which was cited as central to the training problem in Connecticut was the element which may be termed "commitment": the policy and resource commitment of top-level

political personnel to the realization of executive-level training. The interviewees were unanimously agreed that such a commitment is currently non-existent and that it is absolutely necessary if significant executive training is to be an integral part of the state personnel system. These key personnel were high-level representatives of various state departments and agencies including the Personnel Department, the Training Division, the Budget Division, and others. While all of the interviewees decried the lack of commitment on the part of top-level state policy initiators, especially at the commissioner and gubernatorial level, they themselves did not voice any perception of a need for expansive, non-technical, executive-level training. While they seemed generally to be favorably inclined to such proposals when confronted with them, they did not of their own accord voice a need for such training. This is certainly an important element to consider when evaluating the various alternatives which the New England Board of Higher Education has posed for regional training in New England. The lack of any constituent base for such training with the state of Connecticut is not due to any opposition to such endeavors but rather to indifference, or more precisely to a different set of priorities which emphasizes the present deficiency in the quantity of technical training.

B. Institutional Survey

Another source of perceptions of need for training in Connecticut came from the questionnaire which the Institute of Urban Research sent to various training and educational institutions throughout the state. In their responses, these institutions were asked to indicate what they perceived to be the important and as yet unfulfilled needs for training and education in the public service in Connecticut. Unlike the key personnel within the state bureaucracy, these institutions were not so impressed with the need for increased volume of technical training at all levels. These institutions, especially the community colleges, were the only groups of respondents actually to see an overriding need for new emphases in training which they hoped in part to fulfill themselves. A sampling of questionnaire responses illustrates the kinds of needs perceived. Community colleges, as a group, were especially attuned to the needs of training in human relations in the areas of both police work and urban policy. The four-year colleges tended to have different kinds of perceptions and perceived the overriding need to be that of increasing public service-related educational programs. This increase was mostly one of volume, that is, the number of graduates and the resources expended in these programs, rather than an increase to new areas of endeavor more directly linked to demands of the state and local employment structures. A minority of respondents, all of whom were community colleges,

voiced the need for more sensitivity-oriented training in nearly all fields of public service.

In summation, these questionnaire responses indicate that the needs felt by institutions directly involved in public service training and education in Connecticut tend to be perceptions of volume in the traditional sense; that is, more of the kind of training traditionally engaged in by public service-oriented training institutions, or in some cases more of the newer types of training which are currently being carried on. Community colleges, which are engaged in the newer types of training, saw a need for a greater volume in these areas. The four-year schools and most other institutions which responded had their perceptions shaped by the traditional orientations of Connecticut training and saw the need for an expanded output of general public service and professional graduates. Only a small minority of the respondents mentioned the need for any new emphases in public service training. Those that did so did not appear to give such changes in emphasis a high priority.

To the extent that the responses to our questionnaire are an accurate reflection of the views of public service-related training and educational institutions in the state of Connecticut, it is obvious that while their views of need are not as technically oriented as those of the state bureaucracy, neither are they inclusive of significant perceptions for changed emphases of training nor for regional training. Responses indicating a need for regional training were almost

non-existent in the survey. As a group, the institutions which responded were, like the respondents from the state bureaucracy, not inclined to emphasize significantly new emphases and new training efforts extending beyond the vistas of their own immediate endeavors. Nowhere did this study unearth any dissatisfaction or positive perception which one could legitimately term a demand for regional training or a demand for new and broadly expansive executive-level training.

Leaving the realm of subjectively viewed needs, we will briefly discuss some more objective projections of executive personnel needs as seen by various consultants and by the personnel training departments themselves. A summary of these sources indicates that the need is somewhat overwhelming. According to one source,[6] as much as 40% to 50% of the top-level executive establishment of the state government organization will have to be replaced by 1970 due to retirement and other forms of separation. In the face of this kind of fantastic future demand, the policies of the Personnel Department's Training Division can not be called adequate. The present efforts are not meeting present demands, much less such a pressing future demand. A similar overwhelming problem can also be forecast for local government, and the picture of training efforts there is even more bleak.

An important element in the state's ability or inability to meet these pressing present and future demands for top executive and managerial talent is the state's recruitment and promotion system. This system is integrally related to

the problem of training and so we shall highlight a few of its more relevant characteristics. The most overriding deficiency in the present recruitment and promotion policies of the state organization, and this is also probably true of local governments as well, is that training and education are largely divorced from promotion and recruitment, at least in the most beneficial sense. Elaborating on this point, we must make reference to the image of public service in Connecticut.

VI

Training and Public Policy

The present and future training and education policies of state and local governments have tremendous implication for the effectiveness and implementation of public policy. Since vocational resources are scarce, the distributive patterns of their allocation are extremely relevant in considering policy priorities. Effectiveness of personnel training can hinder or facilitate governmental responses to the most pressing problems, such as poverty and the urban crisis. Training without manpower projections or without a sound personnel theory which relates training and education to the policy needs of state government is for all practical purposes "training in the dark." For state and local governments to maximize their scarce fiscal resources and to respond to citizen needs and to pressing social problems, they must make the most effective use of their

manpower resources.

An important current aspect of the relationship between training and education and public policy is the consideration of the disadvantaged. The disadvantaged may validly be considered as divided into two classes:[7] the procedurally disadvantaged and the substantively disadvantaged. The procedurally disadvantaged are those who possess relevant and usable skills which could be valuable within the state personnel system, but who are excluded from vocational participation by some educational or testing barrier. The substantively disadvantaged are those who are excluded on the basis of their skill and knowledge deficiencies rather than on the basis of some formal barrier. The latter group must undergo intensive training and rehabilitation before it has a skill or knowledge marketable within the government personnel system. Incorporating both of these groups into public service would be consistent with public policies as currently construed within the state of Connecticut and would tap a valuable resource for the state personnel system at lower levels of the occupational structure. Beldon Schaffer, director of the Institute of Public Service, The University of Connecticut, has proposed a comprehensive plan for community services training which is now being considered by the Community Affairs Department of the state of Connecticut. If accepted by that department, the plan could become a blueprint for community development training in Connecticut. The plan gives heavy emphasis to the training of the disadvantaged in their relation to the state governmental

structure.

In concluding, we have catalogued many deficiencies in the present training effort within the state of Connecticut. Among the worst of these deficiencies are those which exist at the level with which this study is concerned: the executive and managerial level. We perceive the need for a tremendous increase in the magnitude of effort and for a shifting of this effort to be more inclusive of important types of training and education now neglected, and the question remains as to what the best strategy for improvement is. A question which the state of Connecticut must consider is to what extent should it expend its resources to solve this problem in a regional effort rather than undertaking more efforts on its own. In interviews and questionnaire responses this study uncovered no enthusiastic constituency which would be supportive of a regional effort of any kind, except in the abstract. That is, that while the state of Connecticut's personnel system would not be opposed in principle to sending employees to a regionally functioning center for training and education, they would probably balk at the prospect of their already scarce resources being diverted to such a venture when they can not in fact deal with the needs that they immediately perceive.

No one can deny that there would be certain economies of scale in any regional training. One state with only a few students interested in a certain course or substantive area could send them to a regional center for training when it could not otherwise afford to set up a program of substantial

quality for this small number of students. Also, a regional center of one type or another would end the possibility of wasteful competition for teaching resources in which the New England states would vie with one another for the best faculty. What must be determined by decision-makers at the state level is the extent to which these economies of scale would outweigh the disadvantages of regional training. It must be determined at what levels the advantages of regional training exist and within what occupational spheres. This study did not deal with such analyses, but rather dealt with perceptions relating to them. Acquiescence of the state bureaucracy and personnel organization in some regionally-based training and education would depend upon the demonstration of significant advantages accruing from such an effort.

VII

Consideration of Alternatives Outlined by the NEBHE

The various researches conducted for the preparation turned up very little spontaneous suggestion in the way of a need for a regional center or the regionalization of training and education opportunities for the public service either at the pre-entry or post-entry levels. However, as noted above, the internal attitudes and postures of Connecticut state and local governments make it unlikely that they will generate on their own the kind of high-level executive and managerial

training necessary for the efficient performance of public business in the future both in terms of providing adequate numbers of trained personnel and in the likelihood that these personnel will have broader capacities. In considering the five alternatives presented by the New England board in its guidelines, we are forced then to rely primarily on our own judgment.

In the first place, the academy approach seems to us entirely uncalled for. The academy as envisaged, presumably analogous to the national service academies, would essentially be a duplication in one institution of the various and very numerous college degree programs in which thousands of students are currently enrolled throughout the New England region in a variety of public and private institutions. The numerous disciplinary offerings and the varying career lines which lead to public service could not be replicated in any one institution, and it would be probably an unnecessary and undesirable expenditure to try to create a state public service academy in New England, or indeed anywhere in the nation.

Secondly, the concept of an institute seems to be the one that would perhaps fit what a regional effort could do best along lines of an institutional structure. A regional institute for public service training presumably would offer short-range and long-range duration programs across a number of disciplinary foci with opportunities for people from the various states whose functional specialities are clustered to have offerings near to their needs. It seems likely to us

that Connecticut itself could establish such an institute (in some senses the institutional embryo exists in its Institute of Public Service at The University of Connecticut). However, a regional institute might make it possible to be in more continuing operation with a variety of course offerings, since numbers of people to draw upon would be larger. On the other hand, the numbers of people who could benefit from such training in Connecticut are really sufficiently large so that with the proper encouragement, Connecticut could probably run such an institution to its own advantage. These observations probably do not apply as much to the northern tier states, but it seems likely that both Massachusetts and Rhode Island could each set up their own institutes if they do not yet have one. There are already some suggestions that such an institution be created in Connecticut, for Connecticut personnel.

The third alternative, a <u>school</u> to be attached presumably to one or another of the universities in the New England region which would offer again short courses and courses for credit and presumably degree-oriented programs seems to us an approach less desirable than an institute approach. We assume that there are in the other states as well as Connecticut a number of institutions offering undergraduate and graduate degree programs oriented toward public service, such as our programs at the University of Hartford, The University of Connecticut, Southern Connecticut State College, etc. Since these programs are already in existence, it is not clear what would be gained by designating one of the state universities

as a regional center for such training. Presumably any state without such opportunities could send people to other New England states to get that training right now under the various regional educational agreements. Furthermore, the creation of such a regional institution might deter some of the in-state institutions from proceeding with plans to expand their own offerings which would be a negative effect. Inasmuch as the school probably would offer non-credit and non-degree short-range programs, they could easily be provided for at an institute as discussed above.

The fourth alternative, a curriculum approach, is one which does not excite us very much. If we are going to assume that most of the training and education that we are concerned with -- high-level executive and managerial training -- will be conducted by persons associated with universities, it seems unlikely that much of an investment should be turned into preparing curricula for distribution among them since a characteristic of universities and university people is that they can prepare their own curricula and course material. If, on the other hand, one is thinking of lower-level training, the packaging of curriculum components is already being done to some extent at the federal level and a regional effort probably would add little increment to what is otherwise available.

A curriculum "exchange" program providing region-wide admission on a resident tuition basis where needed and a curriculum information clearing house service might be beneficial as an ancillary aspect to one of the other approaches, but it

is not likely that by itself it would have much impact on the region's public service training and education needs.

The fifth alternative is the intern program. In Connecticut we do have an administrative intern program at the state level. Additional funding from a regional source might be a very valuable technique to give additional leverage to the Training Division of the Personnel Department in raising standards for this program which varies in quality from agency to agency at the present time. At any rate, we are all partisans of internship and, whether or not any of the other programs are adopted, funds in encouragement of intern programs both for undergraduates on a summer or part-time basis and as immediate post-entry practice for entering employees seem highly desirable for the future.

Conclusion

In conclusion we are somewhat diffident about a regional approach. Of the five alternatives, the internship is, of course, desirable, and then of the others, it would seem likely that if anything were done it should be some sort of institute that could offer on a non-credit, non-degree-oriented basis a variety of short and specialized programs designed to enhance the ability of government officials to carry on their responsibilities in the decades ahead.

Notes

1. Avery M. Colt and Benjamin H. Renshaw, Manpower Problems in State Personnel Administration in New England (New England Economic Research Foundation, 1968).

2. J.L. Jacobs and Co., Report on the State Government Personnel Study, Vol. 1 (1967).

3. This discussion draws heavily from John C. Honey, "University-Sponsored Executive Development Programs in the Federal Service" (U.S. Government Printing Office, 1966).

4. John C. Honey, op.cit.

5. See Franklin P. Kilpatrick, Milton C. Cummings, Jr. and M. Kent Jennings, The Image of Federal Service,(Washington Brookings Institution, 1964) An attempt to apply Kilpatrick's interview schedule at the state level is currently being undertaken in West Virginia by Professor Thomas Drake of the University of West Virginia.

6. Jacobs Report, op. cit., Chap. IV.

7. This discussion owes its conceptual framework to the report by Beldon Schaffer, Community Development Training: General Outline of a Comprehensive State Plan for Community Development Training in Connecticut (Storrs, Institute of Public Service, 1969).